

3.11 HISTORIC AND CULTURAL PRESERVATION

3.11.1 Affected Environment

This section addresses the historical and cultural resource potential of the proposed project site within Sand Point Magnuson Park. The Final EIS for the Sand Point Reuse Project (City of Seattle, 1996) and the Sand Point Historic Properties Reuse and Protection Plan (EDAW, Inc., 1998) were the primary sources of information used to prepare this section. Those documents identify the basis for historical and cultural resource consideration of features on the Sand Point peninsula as their contribution to the development of the City of Seattle, its former use as a Naval Air Station, and the architectural characteristics of resources on-site and in the project vicinity.

3.11.1.1 Sand Point Magnuson Park History

The Sand Point Peninsula, where the project site is located, was originally the location of a mix of forest, wetlands, and a diverse wildlife habitat that revolved around a spring-fed 15-acre lake, later called Mud Lake. Due to its rich natural environment, the peninsula was chosen as an early encampment by a Native American tribe, the Xatou'abc, or the "People of the Lake."

In 1855, the peninsula was surveyed under a contract with the Government Land Office. Under the Homestead Act, Euro-Americans settled the area in the 1860s. Morgan Carkeek, an early settler, invested in property along Pontiac Bay at the northern end of the peninsula. Both the Xatou'abc and early pioneers coexisted in this area until the turn of the century, when more settlers were brought to Seattle area by the railroad.

In 1916, the shoreline of the Sand Point Peninsula was changed significantly by the 8-foot drop in Lake Washington's water level due to the construction of the Montlake Cut. Mud Lake and Pontiac Bay shrank in size, and 2 years later Carkeek donated the property (now the northwestern part of Magnuson Park) to the City of Seattle for park use. The property remained in park use until World War I, when the military identified Sand Point as the best potential location for seaplane operations in the region. The federal government collaborated with King County and the City to assemble a 400-acre site on Sand Point, which included the park area. In 1924, military aviation operations began at the site. In that same year, a group of army planes completed the first round-the-world military flight beginning and ending at Sand Point. On March 4, 1925, the Naval Air Station, Seattle was recognized and approved by Congress.

During World War II, the Naval Air Station, Seattle was at the height of its operation and had expanded its facilities to accommodate 4,625 Navy and Marine personnel, 2,834 civilian employees, and expanded the Naval base site by an additional 100 acres. The base consisted of a full runway, airplane frame hangars, military barracks and operational buildings, and was the main supply and repair unit for Navy air bases in Alaska and the North Pacific (see **Figure 3.11-1**). Amenities at the base served military personnel, their families, veterans and civilians employed by the Navy.



Source: HistoryLing.org (photo courtesy of the U.S. Navy)

Figure 3.11-1
Historic View of Naval Air Station, Seattle During WWII

Naval Air Station, Seattle continued to be active during the Korean War and for several years after. However, the General Services Administration began surplus land in the mid 1950s. In 1957, the “Comprehensive Plan for Seattle” identified Sand Point Peninsula as a potential park site and the airstrip as an incompatible land use. The Navy discontinued military flying at the Naval Air Station, Seattle by 1970. During the early 1970s, the Navy declared approximately 347 acres at Sand Point as surplus property. The Navy transferred a 112-acre portion of the base to the National Oceanic and Atmospheric Administration (NOAA) and the remainder to the City of Seattle for Magnuson Park under a conditioned agreement. Much of the runway and associated airfield paving were removed in the 1970s following this first land transfer. The Navy continued to use the remaining 151 acres of the base as a Naval Support Activity, Seattle until 1991, when naval operations began transferring to the new Naval Station Everett at Everett, Washington and the Sand Point base reuse planning began. The base officially closed as Naval Station, Puget Sound in September 1995. Some of the buildings constructed by the Navy during its operation of the base have been removed or altered since then, while others have been used for temporary park and community uses while financial and program plans are developed for long-term uses. The Naval Station, Puget Sound base was combined with the original Magnuson Park in 1999 to establish the current Sand Point Magnuson Park.

3.11.1.2 Project Site Resources

Included in the property transferred to the City by the Navy in 1997 are several older buildings that comprise an historic district designated under the provisions of the National Historic Preservation Act. The 153-acre project site includes the southeastern section of the historic district. Most of the project site is within Sand Point Magnuson Park but outside of the designated historic district. The historical and cultural significance of the existing structures and other resources on the project site are discussed below.

Building Inventory

Table 3.11-1 indicates the structures currently located on the project site. These structures have been evaluated in the 1998 *Sand Point Historic Properties Reuse & Protection Plan* (EDAW, Inc., 1998), with the exception of the former munitions bunkers and the recently constructed restroom facilities (1970s). See **Figure 3.11-2** for the location of these structures on the project site.

**Table 3.11-1 Inventory of Structures Located Within
Project Site Boundary**

Map No.	Structure Name (Orig. Navy Bldg. No.)	Description	Current Use
1	Hobby Shop (15)	Small wood and brick building	Vacant
2	Check point hut	Small wood structure	Vacant
3	Receiving	Small wood structure with receiving window	Vacant
4	Navy Exchange Service Bay (345)	Large corrugated metal shed	Park Equipment Storage
5	Store (344)	Large corrugated metal and expanded wood structure	Vacant
6	Warehouse (308)	Large corrugated metal building	Vacant
7	Commissary (193)	Large brick and wood structure with high ceilings and rounded roof	Parks Department Storage
8	N. Beach Facility	Small wooden beach hut with public facilities	Restrooms, storage
9	Munitions Bunker 1	Partially underground cement structure with metal door	Parks Department Storage
10	Munitions Bunker 2	Partially underground cement structure with metal door	Parks Department Storage
11	Munitions Bunker 3	Partially underground cement structure with metal door	Parks Department Storage
12	Swim Beach Facility	Large wooden shelter with fireplace	Picnic Shelter
13	S. Restroom Facility	Small concrete structure	Restrooms/Phones
14	Picnic Shelter 4	Wood Shelter	
15	Picnic Shelter 3	Metal Shelter	
16	Restroom	Small concrete restroom	

Sources: City of Seattle, 1996; EDAW, Inc., 1998.

Figure 3.11-2
Existing Sand Point Structures and Historic View Corridors

View Corridors

Several historic preservation covenants were outlined in the federal government's land transfer documents in the early 1970s. The 1998 Historic Properties Re-Use and Protection Plan (HPRP) is one of several documents that provides guidelines and standards for carrying out these covenants for developers and property managers working with Sand Point Magnuson Park. The 1998 HPRP Plan identifies historic buildings, landscape features, and view corridors to be "preserved and maintained."

Five historic view corridors are identified by the HPRP Plan and qualify for historic resource designation. Four of these corridors extend across or near the project site and could be affected by the proposed project. However, the plan does not provide specific guidance or criteria for how to "preserve and maintain" these views. **Table 3.11-2** lists the view corridors; locations are indicated on **Figure 3.11-2**. (The view corridors are addressed in **Section 3.11**, rather than in **Section 3.8 Aesthetics**, because of their historic dimension.)

Table 3.11-2
Historic View Corridors

Map Key	Designated View Corridors	Existing Views
A	West to east view corridor from Sand Point Way NE to Lake Washington down NE 74 th Street.	East-facing views of Sand Point Magnuson Park and NE 74 th Street streetscape. Distant views of Cascade Mountains.
B	North / south view corridor down 63 rd Avenue NE near NE 74 th Street to Lake Washington.	North-facing view of 63 rd Avenue NE streetscape, Sand Point Historic District, and Lake Washington. South-facing view of 63 rd Avenue NE streetscape and Sand Point Historic District.
C	North / south view corridor from the north end of 62 nd Avenue NE to its southern terminus.	North- and south-facing views of 62 nd Avenue NE streetscape and Sand Point Historic District.
D	West to east view corridor across open field between 65 th and 74 th Streets NE from Sand Point Way NE.	East-facing view over existing structures and tennis courts of Sand Point Magnuson Park open spaces, Lake Washington, and the Cascade Mountains.

Source: EDAW, Inc. 1998.

The historic view corridors are not currently in the same condition as they were in 1970, primarily because growth of trees on the Sand Point site has resulted in partial screening of views. Restoring the historic view corridors to their 1970s state would entail removal of many native black cottonwood trees that have grown to 40 to 50 feet in height since the removal of the airstrip, as well as pruning of other tree species. These views cannot be restored and maintained while simultaneously restoring native vegetation communities also subject to historic landscaping conditions of the transfer. Restoring the view corridors is primarily an issue of park vegetation management, and not a project impact issue.

Archeological Resource Potential

As previously discussed, the Sand Point Peninsula, on which the project site is located, was originally an encampment of the Xatou'abc tribe, as well as an early pioneer settlement (EDAW, Inc., 1998). Construction of the Naval Air Station, Seattle disturbed virtually all of the land within the project site, and most of Sand Point Magnuson Park as a whole. The site was transformed from open space to an intensively developed naval station, with extensive paved areas including an airstrip and well over 300 naval support buildings. Further extensive site disturbance occurred with the removal of the airstrip in the 1970s, after the City of Seattle acquired the original Magnuson Park property from the Navy. Due to the extent of the earthwork, construction and demolition activity that has occurred on the project site since the 1920s, the potential for discovering intact archeological resources on the project site has diminished considerably.

Development and operation of the naval station represents another historic use of the Sand Point peninsula. Consequently, there is some potential for the presence of historic archeological resources associated with naval station facilities and the daily activities of base employees from the 1920s through the 1940s within Sand Point Magnuson Park. This potential would be greatest within the western part of the park property (the parcel transferred in 1997), where the naval station buildings were concentrated.

3.11.2 Historic and Cultural Preservation Policy

3.11.2.1 Identification and Evaluation of Historic and Cultural Resources

Federal & State Historic Preservation Policy

The National Register of Historic Places (National Register or NRHP) was established by the 1966 National Historic Preservation act (NHPA). The NRHP is the federal list of historic, archeological, and cultural resources considered worthy of preservation. Resources listed on the NRHP include districts, sites, buildings, structures, objects, and landscapes that are significant in American history, prehistory, architecture, archeology, engineering, and culture. The Washington Office of Archeology and Historic Preservation (OAHP) in Lacey, Washington administers the NRHP program in Washington state, under the direction of the State Officer of Historic Preservation (SHPO).

To be eligible for the National Register, a property must meet the following conditions:

- Must be at least 50 years old;
- Must possess integrity of location, design, setting, materials, workmanship, feeling, and association; and
- Must fulfill at least one of the following four criteria:
 1. Association with events that have made a significant contribution to the broad patterns of our history;
 2. Association with the lives of persons significant in our past;
 3. Embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or
 4. Yield information important in prehistory or history.

In 1993, the U.S. Navy inventoried and evaluated all properties at Sand Point that may have met the criteria for listing in the National Register to comply with the NHPA and Federal archeological protection legislation in preparation for base closure. From this effort, the 1994 *Historic and Archaeological Resources Protection Plan* was created (1994 HARP Plan). Resources evaluated during this planning process were given Category I, II or III status by the Navy. Category I resources comprise outstanding historical, archaeological, or cultural significance in good condition. Category II resources also met NRHP criteria but were of lesser importance. Category III resources did not meet NRHP criteria and are not historically significant. The 1994 HARP Plan identified and delineated a National Register historic district, the Sand Point Historic District, with 20 contributing buildings identified as either Category I or II resources. A portion of this historic district is located within the project site. The majority of the project site area is located within the Magnuson Park recreational areas (see **Figure 3.11-2**).

During the 1990s, the City of Seattle conducted an extensive planning effort to guide the use of the naval station and some park areas to improve Sand Point Magnuson Park. The 1993 *Sand Point Reuse Plan* (1993 Reuse Plan) was a product of this effort. In compliance with the Washington State Environmental Policy Act (SEPA), environmental review of the plan was conducted to address the potential for adverse affects to the environment, including historic resources. The 1998 *Sand Point Historic Properties Reuse and Protection Plan* (1998 HPRP Plan) (EDAW, Inc., 1998) was prepared as mitigation for actions taken to implement the 1993 *Reuse Plan*. The 1998 *HPRP Plan* provides further detail of anticipated impacts and likely mitigation measures for individual projects proposed in the 1993 *Reuse Plan* with regard to historic resources.

State Archeological Legislation

State archeological resource legislation (Chapter 25-48 WAC, *Archeological Excavation and Removal Permit*, and RCW Chapter 27-44, *Indian Graves and Records*) establishes strict regulations regarding archeological resources discovered in any area. In addition, the legislation provides guidelines and standards for the treatment of any historic artifacts identified on project sites. In order to determine whether any Native American or early American pioneer artifacts existed on site, a surface level survey was conducted at Sand Point as part of the 1994 HARP Plan effort.

3.11.2.2 Historic and Cultural Resource Potential of the Project Site

The following sections describe potential historic contributions on the project site as outlined in the 1996 Sand Point Reuse Project EIS and the 1998 HPRP Plan.

Contributing Resources

The Navy and the SHPO have identified one of the existing structures on the project site as a contributing historic resource located within the Sand Point Historic District. That is the Hobby Shop (Building 15), a small structure located in the southwestern corner of the park at the NE 65th Street entrance (see **Figure 3.11-3**, below). **Table 3.11-3** summarizes pertinent information for this structure.



**Figure 3.11-3
Hobby Shop – Existing Conditions**

**Table 3.11-3
Contributing Resources On-Site**

Map No.	Building Name	Year Built	Historic Category	Current Use	Proposed Use for Site
1	Hobby Shop (#15)	1938	II	Vacant	Demolish to conduct entrance improvements

No other structures on the project site were identified as contributing resources in the *1996 Sand Point Reuse Project Environmental Impact Statement* or the *1998 HPRP Plan*. However, not all of the existing structures on the project site were reviewed in these documents. Of the structures not reviewed, two munitions bunkers, likely built before 1945, are located in the north central portion of the site and could be considered for potential historic significance.

Historic View Corridors

As mentioned previously, four designated view corridors cross the project site. These view corridors are considered “historic” in nature. In accordance with transfer documents, these views are to be maintained in conditions similar to those existing in the mid 1970s, when the Naval Air Station lands were transferred to City responsibility. However, the 1998 HPRP does not provide specific guidance for preserving and maintaining historic views.

Archeological Resources

Results of a surface level survey at Sand Point conducted prior to the 1994 HARP Plan revealed that there are no evident archaeological resources present (Sand Point HARP Plan, 1994). However, according to the study, it is possible that undiscovered archeological resources exist. Under state archaeological legislative mandates, it is the City of Seattle's obligation to protect archeological resources under its jurisdiction.

3.11.3 Environmental Impacts of the Proposed Action

This section assesses the potential for impacts on historic and cultural resources by the proposed action. Investigations included review of previously recorded historic resources within the project vicinity and site from established lists such as the NRHP, the Washington Heritage Register, and the list of Seattle City Landmarks. Research also included reviewing determinations of eligibility to the NRHP generated by prior environmental review and site reconnaissance.

3.11.3.1 Historic Resources

Of the 11 existing structures on the project site, one is a recorded National Register of Historical Places (NRHP) property. This property, the Hobby Shop, is located at the northeast corner of Sand Point Way NE and NE 65th Street and has been designated as a contributing historic resource for its association with Naval Air Station, Seattle. Under the proposal and as planned in the 1993 Reuse Plan, the Hobby Shop would be demolished to make way for park entrance boulevard improvements. The effect of this action would be the loss of a contributing building to the historic district (EDAW, Inc., 1998).

Originally a golf club and later a crafts workshop, the Hobby Shop was added to the Sand Point Historic District by the SHPO for its contributing role to the recreational activities on base. The 1994 HARP Plan listed this 1938 structure as a Category II resource, or one that meets NRHP criteria but is of lesser importance than Category I resources. The proposal would remove the Hobby Shop to enhance the NE 65th Street entrance's visual appeal and to provide separated access routes for vehicles, bicycles and pedestrians. Because the proposed demolition activity affects a contributing historic building, the Department of Parks and Recreation must comply with required mitigation procedures related to demolition or modification of designated historic resources prior to the removal of this structure.

Demolition activities of historic resources automatically require a "Level C Review," or full historic preservation review, by City staff and consultation with the SHPO to determine specific mitigation measures. The *1997 Sand Point/Magnuson Park Design Guidelines Manual* (1997 Manual) provides specific guidance in terms of building demolition and should be followed by City staff when removing the Hobby Shop. Demolition issues covered by the 1997 Manual include procedural considerations, technical guidelines, a list of local building material recyclers, and a project waste analysis checklist. Removal of the Hobby Shop would also go through the City of Seattle's permitting process, initiating public notice procedures and opportunities for public input.

Removal of the Hobby Shop would also be mitigated through Historic American Building Survey (HABS) documentation. The HABS includes written context statements and descriptions of physical appearance, as well as photographic documentation to National Park Service standards, of an historic

building proposed for demolition or alteration that would adversely affect the building's historical integrity.

The effect of removal of the Hobby Shop on the overall integrity of the Sand Point Historic District is open to interpretation and further evaluation. The Reuse Plan does not identify the Hobby Shop as a building proposed for renovation and reuse, and the HPRP Plan identifies demolition as the proposed use for the structure. In review comments on the Draft EIS (see comment record A9 in **Appendix F**), however, the SHPO stated that Building 15 plays an important visual role in anchoring the southern end of the historic district and that removal of the building would have adverse effects to the overall character of the district, although the district would likely remain National Register-eligible. Consequently, the SHPO requested that alternatives to demolition be considered in the Level C review, and that other mitigation measures (beyond those identified in the Draft EIS) be identified.

No impacts are anticipated to other historic resources within the adjacent Sand Point Historic District as a result of the proposed action.

Historic View Corridors

Under the proposal, views of the interior of the project site would change. As discussed in **Section 3.8 Aesthetics**, light poles around the sports fields would be visible and views of the western portion of the site would be of developed parking areas, sports fields and walking trails. To the south, views of existing structures would be replaced by restored wetlands, sports fields and parking areas. Views of the central portion of the site would primarily be of natural wetland areas, walking trails and shoreline areas.

With respect to the changes to the interior of the project site discussed above, future conditions of the designated view corridors are summarized below (see **Figure 3.11-2**):

**Table 3.11-4
Changes to Existing Historic View Corridors – Proposed Project**

Map Key	Existing View Corridors	Future View Corridors resulting from the Proposed Project
A	East-facing views of Sand Point Magnuson Park and NE 74 th Street streetscape. Distant views of Cascade Mountains.	No noticeable change anticipated from existing.
B	North-facing view of 63 rd Avenue NE streetscape, Sand Point Historic District, and Lake Washington. South-facing view of 63 rd Avenue NE streetscape and Sand Point Historic District.	No change anticipated from existing.
C	North- and south-facing views of 62 nd Avenue NE streetscape and Sand Point Historic District.	No change anticipated from existing.
D	East-facing view over several existing structures and tennis courts of Sand Point Magnuson Park open spaces, Lake Washington, and the Cascade Mountains.	In addition to existing conditions, the proposed playfields, parking lots, and lighting would be seen down this corridor.

With the exception of continued growth from existing trees and natural features, distant views from the site to the surrounding neighborhood, Lake Washington and Cascade Mountains provided along three of the four designated historic view corridors would not change under the proposal.

Historic view corridor D would realize a change to close east-facing views of Sand Point Magnuson Park from approximately 63rd Avenue NE. Figure 3.8-4 (introduced previously in **Section 3.8 Aesthetics**) approximates the existing view in this corridor. Close views with the proposed action would be of new parking lots, light poles, additional landscaping, and baseball, soccer and rugby fields. Historic view corridor D would continue to realize distant eastern views of Lake Washington and the Cascade Mountains. Changes under the proposal would be an extension of active recreational areas of Sand Point Magnuson Park and are not anticipated to be significant in nature.

Archeological Resources

Review of background literature indicates that there are no evident archeological resources present on-site (EDAW, Inc., 1998). Because the project site was significantly altered from its natural state during the construction of the Naval Air Station, Seattle, the potential to discover prehistoric archeological resources below the project site surface is low. Virtually all of the area within the project site was disturbed again during the removal of the runway, tarmac and some buildings in the 1970s. These previous site disturbances severely diminished the likelihood of discovering intact archeological resources of past Native American and early pioneer settlements. Artifacts that may have been present on the site originally were likely to have been destroyed or damaged through one or more episodes of construction or demolition, which would also have affected the historical context of the potential finds.

Some potential exists for the presence of archeological resources associated with the Naval Air Station and daily activities of base employees in the 1920s or later. This potential would be greatest in the western part of the Sand Point property, where the remaining naval station buildings are concentrated, and would be low within most of the project site as a result of demolition activity during the 1970s. Overall, it is unlikely that clearing, grading and other ground-disturbing activities undertaken for the proposed action would damage significant archeological resources.

Archeological resources encountered during construction of the proposed project could be damaged or destroyed by ground disturbing activities, such as the extensive grading associated with the construction of new sports fields and the wetland complex.

3.11.4 Impacts of the Alternatives

3.11.4.1 Lesser-Capacity Alternative

In general, potential historic and cultural resource impacts from the lesser-capacity alternative would be similar in nature and character to those described for the proposed action. The Hobby Shop, a contributing resource within the Sand Point Historic District, would also be demolished under this alternative. Because this alternative includes considerably fewer sports field lights (21 light poles, compared to 80 for the proposed action), potential impacts to historic view corridor “D” (see **Figure 3.11-2**) associated with light poles and lighting would be somewhat less than under the proposed action.

3.11.4.2 No Action

Because no new construction would occur as a result of the no action alternative, no construction-related impacts to historic or cultural resources associated with the proposed action would occur. Future demolition of some existing buildings might create minor potential for impacts to archeological resources.

3.11.5 Cumulative Impacts

Redevelopment of the project site under the proposed action or the lesser-capacity alternative would not contribute to a cumulative degradation of historic or cultural resources in the vicinity of the project site. Instead, these alternatives would advance the goals of the 1993 Seattle Park and Recreation Comprehensive Plan; 1994 Historic Architectural Resources Protection Plan; the 1998 Sand Point Historic Properties Reuse and Protection Plan; and the 1996 Sand Point Reuse Plan. Goals of these plans respond to the need for park improvements and historic preservation of Sand Point facilities. Under the proposed action and the lesser-capacity alternative, the City of Seattle's commitment to protecting and preserving existing historic resources in Sand Point Magnuson Park would be advanced by improving park facilities in the context of the park's historic setting. Therefore, none of the alternatives are expected to result in cumulative impacts to historic or cultural resources on the site or in the vicinity.

3.11.6 Mitigation Measures

Compliance with prescribed mitigation for demolition or modification of historic properties would be required in conjunction with removal of the Hobby Shop to accommodate park entrance boulevard improvements. The following measures from the HPRP Plan would apply to demolition of this structure:

- Conduct a Level C review of the proposed demolition of the Hobby Shop, including consultation with the SHPO regarding alternatives to demolition and additional possible mitigation measures, per the guidance of the HPRP and the SHPO's review comments on the Draft EIS.
- Provide Historic American Building Survey (HABS) documentation. HABS documentation requires that any new construction/improvements must conform to 1998 HPRP design, preservation, and reuse of architectural elements guidelines.
- Provide an interpretive display on-site or other commemorative work that depicts the historic significance of the Hobby Shop.

The following mitigation measures should be followed with regard to the potential for encountering archeological resources during construction:

- Require City personnel or contractors working on site to report the discovery of any archeological resources. Archeological resources encountered could include artifacts, such as bones, pottery, or arrowheads.
- In the event archeological resources are encountered, provide for curation of significant artifacts.

3.11.7 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts to historic or cultural resources are anticipated.